

Covent Garden Market Authority

REPORT AND ACCOUNTS

For the Accounting period ended
30th September, 1962



LONDON
HER MAJESTY'S STATIONERY OFFICE
1963

COVENT GARDEN MARKET AUTHORITY

Bedford Chambers,
Covent Garden,
London, W.C.2.
1st May, 1963

SIR,

I have the honour to submit, in accordance with section 46 of the Covent Garden Market Act, 1961, the Report of the Covent Garden Market Authority, incorporating a Statement of Accounts drawn up in accordance with your direction, for the first accounting period ended 30th September, 1962.

I have the honour to be, Sir,

Your obedient Servant,

IAN JACOB
Chairman.

Rt. Hon. Christopher Soames, C.B.E., M.P.,
Minister of Agriculture, Fisheries and Food,
3, Whitehall Place,
London, S.W.1.

COVENT GARDEN MARKET AUTHORITY

MEMBERS OF THE AUTHORITY

Chairman	Sir Ian Jacob, G.B.E., C.B.
Managing Director	F. Hollins, C.B.
Part-time members	W. M. Balch, F.R.I.C.S. C. Forte, F.H.C.I. H. Samuel, F.R.I.C.S., F.A.I. *A. Samuels, C.B.E. M. J. Verey, T.D. Sir Thomas Yates, C.B.E.

Secretary	N. R. C. Dockeray, C.B.E.
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PRINCIPAL OFFICERS

Solicitor W. A. Clarke	
Finance Officer K. H. Pickett	Assistant Secretary H. R. Ellis

Market Superintendent	J. Marsh
Deputy Market Superintendent	G. A. F. Sutton

BANKERS

Midland Bank Limited, 20, Bow Street, London, W.C.2.

AUDITORS

Messrs. Price Waterhouse & Co., 3, Frederick's Place,
Old Jewry, London, E.C.2.

(Appointed by the Authority and approved by the Minister
under section 46(3) of the Covent Garden Market Act, 1961)

* Nominated by the Minister of Transport.

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ESTABLISHMENT OF THE AUTHORITY

1. This first Report of the Covent Garden Market Authority covers the period 30th October, 1961, to 30th September, 1962.

2. The Covent Garden Market Act (9 and 10 Eliz. 2 Ch. 49) received the Royal Assent on 27th July, 1961. Throughout the remainder of this Report, this Act is referred to as "the Act". By an Order dated 20th October, 1961 (S.I. 1961 No. 2018) the Minister of Agriculture, Fisheries and Food (hereafter referred to as "the Minister") in exercise of the powers conferred on him by section 1 of the Act, appointed 30th October, 1961, as the day on which the Authority was to be constituted. The members of the Authority were appointed on the same date for a period of five years.

3. During the period under review, the Authority held nine meetings.

4. The Authority held their first meeting on 30th October, 1961. Their initial tasks were to decide on their organisation and establishment, to obtain office accommodation, to appoint their auditors and to select and appoint the members of the three statutory committees which were constituted on 30th October, 1961, under sections 33, 34 and 35 of the Act.

5. Suitable offices were found at Bedford Chambers, Covent Garden, W.C.2, and the Authority entered into occupation of these on 8th January, 1962. The Authority desire to place on record their appreciation of the consideration shown by the Ministry of Agriculture, Fisheries and Food in arranging for them to carry on their activities in Whitehall Place until their new offices were ready for occupation.

BACKGROUND TO THE WORK OF THE AUTHORITY

History and description of Covent Garden Market

6. In 1552, Edward VI granted to the Earl of Bedford the enclosed garden known as the Convent Garden and the field known as the Seven Acres (or the Long Acre). About 1630, the Earl's successor commissioned Inigo Jones to lay out the site as a building estate with four streets leading to it—Russell Street, James Street, King Street and Henrietta Street. It was surrounded by houses on three sides; on the fourth (the western side) Inigo Jones's Church of St. Paul was built in 1633. The site, which later became known as "The Piazza" was described in Stow's survey of the Cities of London and Westminster (1720) as "a curious, large and airy Square, enclosed by Rails between which Rails and Houses runs a fair Street".

7. In 1670, Charles II, by letters patent (the Charter) granted to the Earl of Bedford the right to hold a market on the Piazza for the sale "of all

manner of fruit, flowers, roots and herbs, whatsoever," every day except Sundays and Christmas Day. The market so granted became known as Covent Garden Market, and between 1670 and 1828 it was the practice to let the market on lease.

8. As time went by, the business carried on in the market increased so much that it was necessary for the Duke of Bedford to obtain certain statutory powers. He obtained, in 1828, an Act of Parliament "for the improvement and regulation of Covent Garden Market". This empowered the Duke to replace the existing shops and stalls with a market building containing stands for letting at prescribed rents to the various types of traders using the market. It also prescribed a schedule of tolls and empowered the Duke to make byelaws for the good government of the market.

9. After further expansion of the business, the Duke of Bedford opened another market, called the Flower Market, in 1860 and subsequently brought other properties into use, viz., the Floral Hall, the Russell Street Market, and the Jubilee Market. These additional markets were not subject to the 1828 Act nor were they authorised by the Charter.

10. The Market built in 1829 (the Dedicated Market) covers about two acres, the surrounding Piazza a further three-quarters of an acre and the other four markets about $2\frac{1}{2}$ acres. In recent years market activities have increased to such an extent that many traders have moved into premises in the surrounding area and a total of about 30 acres is now used for market purposes.

11. From 1828 until shortly after the end of the first World War, the market was managed by the Duke's agents. It was then sold to the predecessors in title of Covent Garden Market Limited who owned and managed the market until it was taken over by the Authority on 25th March, 1962.

12. Covent Garden is the principal national market in the United Kingdom. It handles upwards of a million tons of horticultural produce a year with a value of over £70 million. A large proportion of the produce goes to other wholesale markets. About half the quantity of produce handled is imported.

13. Covent Garden has been described as the principal price setting and balancing market for the whole country. Growers and provincial wholesalers are frequently guided in their daily decisions by the state of the trade and the prices being obtained in Covent Garden. It has the biggest single concentration of buyers and sellers and the most comprehensive range of produce. Covent Garden has special advantages for both producers and buyers; on the one hand, prices are less likely to be seriously affected by temporary periods of over-supply, and there is always a market for any type of produce, while on the other, a buyer can always find what he wants there and usually at the right price. The market receives imported produce from all over the world, being at the centre of an elaborate network of roads and railways leading from the ports and the principal producing areas in the United Kingdom. Covent Garden also serves the population of the whole of the Greater London area. It has been estimated that more than 5,000 retailers attend the market regularly; some come daily, others less frequently.

Defects of the Market

14. The main defects of the market are first, that its buildings are out-of-date, ill-equipped, totally unsuited for the mechanical handling of produce, and far too small to cope with the quantity of produce handled; second, that its layout and design create serious traffic congestion throughout a large part of the Covent Garden Area, and particularly in the market square, Long Acre and the surrounding streets; third, that the activities carried on in it involve the storage in unsuitable premises of large numbers of empty wooden containers, which constitute a grave fire risk.

15. The traffic congestion in the Covent Garden Area is a serious handicap to the efficient functioning of the market. (See illustrations.) Between 3,000 and 4,000 market vehicles enter the Covent Garden Area daily and many of these are large. The routes to the market involve the transit of some of the busiest streets in central London, including Trafalgar Square, Parliament Square, Piccadilly Circus, the Strand, Kingsway, Southampton Row, High Holborn and Oxford Circus. The transport of some hundreds of thousands of tons of produce annually from the Port of London to Covent Garden imposes an additional daily traffic load on already congested roads between the docks and the West End of London. An additional reason for the congestion is that market vehicles must stand on the public highway for purposes of loading and unloading into traders' premises.

16. The congestion in the Covent Garden Area itself is, however, caused not by the inward and outward flow of traffic but by the fact that most of the loading, unloading and waiting of market vehicles has to take place on the public highway. These streets are not reserved for market use. Many buildings in them are occupied by people carrying on a variety of other occupations and trades. Even in the streets immediately surrounding the market square, premises used for publishing, for insurance and for other activities are found side by side with premises used for marketing. All these businesses bring their own traffic to the area. Few of the premises now used for marketing purposes outside the lands vested in the Authority have off-street parking space where vehicles can wait to be loaded or unloaded; fewer still have loading bays with platforms level with the tailboard of a lorry. The use of fork lift trucks is precluded by the fact that the premises are separated from the street by footpaths so that all loading and unloading has to be done by hand. Thus a vicious circle is created. The congestion in the streets prevents vehicles drawing up close to the premises where produce is being delivered or collected; this involves the carrying of produce by trolley or barrow over considerable distances; the delay thus occasioned increases the time the vehicles have to stand for servicing and consequently causes more congestion. In a survey made in 1960, it was found that 50 per cent. of the delivery vehicles were compelled to wait for 3½ hours or more and 50 per cent. of the collection vehicles for 3 hours or more. These defects can only be remedied by the complete rebuilding of the market.

17. The main causes of the fire risk are the practice of storing empty wooden containers in buildings which are not properly protected against fire, and the congestion of the streets which hampers the deployment of fire fighting vehicles and equipment. The latter cause could only be removed by completely replanning the pattern of streets and buildings used for marketing

in the Covent Garden Area; the former is diminishing rapidly with the progressive replacement of returnable containers by non-returnables.

18. In 1959 the Government explained in a White Paper, Cmnd. 880, their reasons for concluding that the defects of the market could only be removed by a statutory authority armed with adequate powers. It was for this reason that they introduced the Covent Garden Market Bill into Parliament in the 1960-61 session.

Duties and Powers of the Authority

19. The Act provides for the vesting, on a day to be appointed by the Minister, of the lands shown in "the deposited plans", that is to say, plans which, in connection with the Bill for the Act, were deposited with the London County Council and the Council of the City of Westminster. These lands are shown in the plan at Appendix I, which also shows the boundary of the Covent Garden Area. The premises in James Street and Russell Street not vested by the Authority are Nos. 25, 26, 28, 29 and 30, James Street, and No. 10, Russell Street.

20. The main duties of the Authority are first, to provide a market within the Covent Garden Area, second, either to improve the existing market facilities or to provide in their place better ones on other lands in that area, and third, to provide adequate storage facilities for both bulk produce and empty containers; these, so far as practicable, are to be provided outside the Covent Garden Area. In the discharge of these duties the Authority are to have regard to the public interest generally and to preserve the amenities of the Covent Garden Area, to reduce the amount of land in that area used for marketing purposes to an area not exceeding ten acres within seven years from vesting day, to reduce the fire risk and the traffic congestion, and to reduce, so far as practicable, the amount of produce brought in in bulk to the Covent Garden Area for sales while increasing, so far as practicable, the amount of business done in the market.

21. The powers conferred on the Authority enable them to carry on any activity which, in their opinion, it is requisite, advantageous, or convenient for them to carry on for, or in connection with, the discharge of their duties. They may also, with the Minister's consent, carry on any activity which, in their opinion, will enable them to make the best use of any of their assets.

22. The Authority have the same compulsory purchase powers as are exercisable by statutory undertakers. This means that they may be authorised by the Minister of Agriculture, Fisheries and Food to acquire compulsorily any land designated in any development plan prepared by the London County Council (or any other planning authority) as being land allocated for the purpose of any of the Authority's functions.

23. To enable the Authority to control the use of land in the Covent Garden Area for marketing purposes, the Act provides for the introduction of a licensing system. This applies, with certain exceptions, to all land in the area used for specified purposes connected with horticultural marketing other than land on which the Authority are providing market facilities. Details of the application of this licensing system are given in paragraphs 36 and 37. Outside the Covent Garden Area it is illegal for

land to be used for any of the specified purposes within three-quarters of a mile of the intersection of Long Acre and Drury Lane.

24. The Authority are empowered to make regulations and byelaws to control the bringing of produce and containers into the Covent Garden Area, and to ensure that the market is run in an orderly manner.

25. The Authority may, of course, like any other landlord, charge rent for accommodation provided by them, and, by section 18 (3) of the Act, they are empowered to charge for any service which they provide in exercising their powers or performing their duties. They are also empowered to levy toll on horticultural produce brought into the Covent Garden Area for sale by wholesale and to make a scheme (which requires confirmation by order of the Minister) for imposing on traders in the Covent Garden Area a "market charge" in respect of sales of horticultural produce made by such traders.

26. The Authority are required to operate on a self-supporting basis. They must so exercise their powers and perform their duties that, taking one year with another, their revenues will be sufficient to meet all the expenses properly chargeable to revenue account. In order to ensure that this duty is discharged "in ample manner" the Minister may direct the Authority to increase their revenues by levying tolls or by imposing a market charge.

27. The Authority are empowered to borrow temporarily, by overdraft or otherwise, to meet revenue or capital expenses pending the receipt of revenues due in the same accounting period or capital moneys intended to be appropriated for those capital expenses.

28. They may also borrow by the issue of stock or debentures for any of the following purposes:—

- (a) the payment of compensation, including the purchase price of the existing market;
- (b) the payment of the purchase money for other land acquired, whether by agreement or by compulsory purchase;
- (c) the provision of money for building or constructional work;
- (d) the payment of the purchase price of vehicles and equipment;
- (e) the provision of working capital;
- (f) any other purpose for which capital moneys are properly applicable.

29. The Authority may also raise money by taking advances from the Minister for any of the above purposes, and for the purpose of converting interest due on previous advances into capital loans.

30. The total borrowings (including advances made by the Minister) outstanding at any one time are limited to a maximum of £20 million, and the Minister is given powers to control borrowings so long as any advance by him is outstanding. Advances by the Minister are limited to a maximum of £8 million, and no advance may be made after the end of ten years from vesting day. These advances are not grants. This was made clear by the Minister during the Second Reading Debate on the Bill when, referring to the fact that the Authority may borrow up to £8 million from the Exchequer, he said, "This is not a subsidy. Any Exchequer loan will attract normal interest charges and the Authority will be expected to repay it as soon as possible." The Act provides that the interest rate and the terms of repayment are to be such as the Minister may, with the approval of the Treasury, direct.

31. The Authority may establish a reserve fund, but if the amount standing to the credit of the fund at any time equals or exceeds one-tenth of the principal of their outstanding borrowings, the Minister may give the Authority directions as to the management of the fund or the carrying of sums to its credit.

32. The Authority are required, by section 46 of the Act, to keep proper accounts and proper records in relation to the accounts, and to prepare, in respect of each accounting period, a statement of accounts in such form as the Minister, with the approval of the Treasury, may direct, being a form which shall conform to the best commercial standards. The accounts annexed to this report are in the form prescribed by the Minister.

33. The Authority are required to set out, in their annual report, any directions given by the Minister to increase their revenues by means of tolls or other charges, or in relation to the reserve fund. No such directions have been given by the Minister in the period under review.

ACTIVITIES OF THE AUTHORITY

Appointment of the Members of the Statutory Committees

34. Under the provisions of sections 33, 34 and 35 of the Act, the Authority have a duty to appoint three committees, the Covent Garden Market Management Committee, the Covent Garden Traffic Committee and the Covent Garden Market Workers Committee. The Chairman of each of these committees is the Managing Director of the Authority.

- (a) *The Covent Garden Market Management Committee* was constituted on 30th October, 1961 with the following membership:—

Mr. F. G. Bampton
Mr. F. Barker
Mr. J. Candia
Mr. L. G. Collyer
Mr. N. R. C. Dockeray, C.B.E.
Mr. J. F. Field
Mr. F. Friday
Lt. Colonel L. R. Leach, M.C., J.P.
Mr. D. Mack
Mr. H. Miles
Mr. A. C. Penny
Mr. W. Richards
Mr. S. Springer
Mr. J. W. Stead
Mr. B. Unite

The period of appointment of each member expires on 31st December, 1962.

During the period under review the committee held eight meetings.

- (b) *The Covent Garden Traffic Committee* was constituted on 30th October, 1961 with the following membership:—

Mr. E. S. Ainley
Mr. R. E. G. Brown, F.C.I.S., M.Inst.T.
Mr. N. R. C. Dockeray, C.B.E.
Mr. J. T. Duff, M.Sc., A.M.I.C.E., A.M.I.E.E.
Mr. R. Edmonds
Mr. A. W. Hogg, B.Sc., A.M.I.C.E., M.I.Mun.E.
Mr. K. C. Iliffe, LL.B., A.M.I.C.E., M.I.Mun.E.
Mr. L. H. Lewis
Mr. D. McKenna.
Mr. Alex Samuels, C.B.E.
Mr. P. H. R. Turner
Mr. J. L. Waldron, C.V.O.

All members, other than the Secretary to the Authority, are nominated in accordance with section 34 (2) of the Act and their appointments are not limited in time.

During the period under review the committee held four meetings.

- (c) *The Covent Garden Market Workers Committee* was constituted on 30th October, 1961 with the following membership:—

Mr. E. Collins
Mr. N. R. C. Dockeray, C.B.E.
Mr. J. Dorchester
Mr. J. Joel
Mr. A. Lee
Mr. L. H. Lewis
Mr. W. J. Packer
Mr. W. A. Punt
Mr. E. Reardon
Mr. E. Simons
Mr. J. A. Van Ryssen

On 4th April, 1962 the Authority accepted the resignation of Mr. E. Simons and on the same date appointed Mr. J. Earnshaw in his place.

The appointments of all members of the committee expire on 31st December, 1962.

During the period under review the committee held five meetings.

Vesting Day

35. On 14th March, 1962, the Minister made the Covent Garden Market Authority (Vesting Day) Order, 1962 (S.I. 1962 No. 525) which provided that the market lands should vest in the Authority on 25th March, 1962. On the same day the Charter of 1670 was extinguished and the 1828 Act repealed. On 26th March, 1962, the Authority paid to Covent Garden

Market Limited the sum of £3,925,000 being the compensation payable under sections 8 and 12 of the Act. The vested lands are shown in the plan at Appendix I.

The Licensing of Premises in the Covent Garden Area

36. Within a period of three months from the constitution of the Authority, any trader who wished to continue to use land outside the Authority's five markets for any of the purposes set out in section 21 (1) of the Act had to apply for a licence. On 20th October, 1961, the Minister made The Covent Garden Market (Licences) Regulations, 1961 (S.I. 1961 No. 2019) which came into operation on 24th October, 1961. The regulations set out the form of application for a licence. To ensure that all traders occupying land which required to be licensed had the full three months' statutory period within which to make their application, all traders known to the Ministry to have premises in the Covent Garden Area were sent letters and application forms on 24th October, 1961.

37. Two hundred and six licences were issued for premises having a floor area of 691,615 square feet. Together with the five market buildings, which are exempt from the licensing provisions of the Act, this gives a total of 885,385 square feet of floor space in the Covent Garden Area used for horticultural marketing and storage purposes exclusive of roads, pavements, passages, yards, gangways and office accommodation.

Table of Tolls

38. Covent Garden Market Limited derived a part of their revenue from the levy of tolls on produce brought into the market buildings and certain other properties in the Covent Garden Area. These tolls were levied by virtue of the powers contained in sections VII and XXI of, and the Schedule to, the 1828 Act and by covenants arising out of conveyances and leases of land and certain agreements.

39. In order to safeguard their revenues, it was necessary for the Authority to consider alternative arrangements for the levy of tolls under section 28 of the Act to be effective from vesting day. The Authority considered that any comprehensive review leading to the introduction of a new table of tolls would involve delays which might have led to the postponement of vesting day with the possibility of a reassessment of the compensation payable for the market lands. Accordingly on 17th January, after consulting the Market Management Committee, the Authority submitted to the Minister a table of tolls substantially the same as those levied by Covent Garden Market Limited; the opportunity was taken to remove discriminatory tolls in one or two instances and to simplify one or two items. A notice that the Authority had submitted the table of tolls to the Minister was published in "The Times" on 19th January, and in the trade press for the week ending 20th January. No objections to the table were lodged by the due date—19th February—and, with effect from vesting day, the Authority levied tolls under the powers conferred by the Act on the same basis as that applied by the Company before vesting day.

40. The Authority decided to examine the possibility of devising a more efficient and economical method for the assessment and collection of tolls

and in September commissioned the Organisation and Methods Branch of the Ministry to conduct a survey of the present system and to make recommendations for introducing an improved system.

The Annexe

41. Section 16 (3) of the Act requires the Authority to provide storage facilities, so far as practicable outside the Covent Garden Area, for the use of traders in Covent Garden Market. Before the Authority had been set up, the Minister had selected as a site suitable for this purpose five acres of land at the north-west corner of the junction of Old Street and City Road. This land, known as the St. Luke's Printing Works site, had at one time belonged to the Bank of England, but at the time when the Authority were constituted the London County Council, at the Minister's request, were negotiating with the then owners to acquire it on the understanding that they would dispose of it to the Authority if the Authority should decide to use it for the provision of storage accommodation.

42. The purchase by the London County Council was completed on 7th February, 1962, and the site was offered to the Authority. They decided, however, not to accept the offer, primarily on the grounds that the provision of a storage annexe at St. Luke's was not supported by the market traders, and that if storage facilities were provided there, there would be no way of compelling the traders to use them. It was clear to the Authority that if they acquired the site in these circumstances it would probably prove to be a costly white elephant. The Minister was informed of the Authority's decision.

43. During the Recommittal Stage of the Bill for the Act, the Minister gave an assurance in general terms that information about the progress made towards reducing the area of land in Covent Garden used for trading in horticultural produce would be given in the Authority's annual report (Hansard, 9th May, 1961, col. 307). It was then expected that substantial amounts of land now used for the storage of bulk produce and empty containers would be released once an annexe had been constructed and measures taken under the Authority's licensing system to restrict the use of land in the Covent Garden Area for this purpose. In fact, however, the Authority have not found it practicable to provide an annexe, and in view of their decision to consider siting the new market outside the Covent Garden Area (to which reference is made later in this report) they have decided that no useful purpose would be served at this stage by seeking other land outside the Covent Garden Area on which to provide storage accommodation. Pending construction of a new market, therefore, the Authority expect that any progressive reduction in the use of land in the Covent Garden Area for marketing purposes is less likely to be brought about by direct measures than by the increasing tendency of the trade to abandon the use of returnable wooden containers (thus reducing storage requirements) and by any action which may have to be taken to reduce fire risk.

Improvements in the Market

44. In March, the Authority invited members of the Market Management Committee to suggest improvements to the present market, and in

April they set up a small Working Party to consider the suggestions received. These were classified for the consideration of the Working Party under the following heads:—

- traffic conditions ;
- the use of pavements ;
- the disposal of low quality produce ;
- the construction of barrows and trolleys and the control of their circulation ;
- working hours ;
- the availability of public transport ;
- control of entry by the public to market buildings ;
- the use of returnable containers.

45. The Working Party met on 30th April to consider these suggestions and also certain suggestions that had been made by the Market Workers Committee. The report of the Working Party was discussed at a meeting of the Market Management Committee on 15th May, and after considering all the views expressed the Authority decided to put in hand or to explore further the improvements described in the following sub-paragraphs.

(a) *Marshalling Yard for Market Vehicles*

Many of the suggestions related to the traffic congestion in the Covent Garden Area, and it was the general opinion of all concerned that this would be substantially alleviated if space could be found not too far from the market for a marshalling yard to which vehicles which could not be accommodated in the market could be directed to wait their turn for loading or unloading. The Authority considered that the provision of such a yard might well effect a marked improvement, and decided to pursue this suggestion. Subsequent action on this suggestion is described in paragraphs 60 to 65.

(b) *Resurfacing of the Market Square*

The Market Workers Committee at an early meeting drew attention to the state of the cobbles round the Dedicated Market. Some of these had not been renewed for a long time, probably more than a hundred years, and had become very uneven. Parts of the surface are now so bad that it is difficult to control the movement of laden barrows and trolleys, with the result that boxes are often dislodged with consequent damage to produce. The Committee pointed out that if the cobbles were replaced by a smooth surface it would be easier for the porters to manoeuvre the barrows and trolleys, damage to produce caused by falling boxes would be reduced, there would be less noise and the roadway would be easier to clean. After consulting the Market Management Committee, the Authority decided that this improvement should be put in hand, and a contract to carry out the work was placed with the Limmer & Trinidad Lake Asphalt Co. Ltd.

In view of the fact that there is a presumed dedication of this roadway as a public highway, the Authority suggested to the Westminster City Council that they should contribute to the cost of the work.

The Authority also decided, as a further measure to prevent unnecessary damage to produce, to slope the kerbstones at a number of places in the Market Square and at two places in the Russell Street Market to allow for the easier passage of barrows and trolleys.

(c) Drying Room for the use of Porters

After considering representations from the Market Workers Committee, the Authority decided to provide accommodation in the Jubilee Market where during wet weather porters could hang their clothes to dry. Consideration was given to the possibility of using one of the cellars in the Jubilee Market for this purpose, but this was not found to be practicable. The Authority accordingly decided to construct a new room at the north-east end of the market.

The use of Returnable Containers

46. The Authority are required by section 17 (1) (e) of the Act to exercise and perform their functions in such a manner as to minimise the danger from fire in the Covent Garden Area.

47. It has already been remarked that the fire risk is mainly due to the practice of storing empty wooden containers in old and unsuitable premises. The risk is progressively diminishing as many traders are discontinuing the use of returnable containers, but the number in use is still substantial. It appeared to the Authority that the trend towards discontinuance might be accelerated if a regulation were made fixing a date after which the bringing of empty containers into the Covent Garden Area would be prohibited. Such a regulation could be made under the powers conferred by section 25 of the Act.

48. The Authority consulted their advisory committees on this matter, and there was general agreement that a regulation fixing a date approximately two years ahead would accelerate the replacement of returnable by non-returnable containers. The Authority were not satisfied, however, that it would be reasonable to require growers to use non-returnables for all types of vegetables at all seasons: grower-wholesalers carry their empty boxes back to their farms on the return journey from the market, so that they do not create any fire risk or incur storage charges.

49. The Authority were also informed that a survey commissioned by the Horticultural Marketing Council would probably reveal that the use of returnable containers by traders other than grower-wholesalers is uneconomic. Such a disclosure would hasten the turnover to non-returnables. They considered further that they could most effectively discharge the obligation laid on them by section 17 (1) (e) by putting in hand an examination of the fire risks in the premises owned or licensed by them. They accordingly decided to provide a list of those premises to the London County Council and to ask the Council to survey them and advise the Authority which premises were considered to be unacceptable fire risks. The Authority could then consider the provision of alternative accommodation.

50. The Authority came to the conclusion that in these circumstances it was doubtful if the Minister would be prepared to make an Order confirming such a regulation, and they accordingly decided not to proceed further with the proposal.

The Strand Zone Parking Meter Scheme

51. On 13th April the Westminster City Council published notices stating that they intended to apply to the Minister of Transport for an Order and regulations imposing restrictions on the use of streets for parking and for the loading and unloading of goods vehicles in an area described as the Strand Zone. This zone would, on its western side, abut on the existing Soho Zone, and the most northerly part of its boundary would follow the boundary line between the City and the Borough of Holborn from the junction of Endell Street and Shelton Street, along Shelton Street to Drury Lane and thence along Drury Lane and Wild Street. On the south the zone would include Westminster and Waterloo Bridges, the Embankment and the streets north of the Embankment as far as Tavistock Street, Maiden Lane, Bedford Street and Garrick Street. It was, however, stated that the streets in the immediate neighbourhood of the market would be excluded from the zone. The excluded streets would be:—

Henrietta Street

King Street

Floral Street

Long Acre (from St. Martin's Lane to Endell Street)

Mercer Street (from Long Acre to Shelton Street)

Langley Street (from Long Acre to Shelton Street)

Neal Street (from Long Acre to Shelton Street)

James Street

Mart Street

Bow Street

Russell Street

Catherine Street (from Tavistock Street to Russell Street)

Wellington Street (from Exeter Street to Russell Street)

Tavistock Street (from Southampton Street to Catherine Street)

Part of the boundary of the proposed zone is shown on the plan at Appendix I.

52. The Authority consulted the three statutory committees. Both the Market Management Committee and the Market Workers Committee considered that the introduction of the scheme would seriously injure the market by making it impossible for drivers to leave their vehicles long enough in one place to enable loading or unloading to be completed. They pointed out that some of the streets to be included in the zone, particularly Drury Lane, Tavistock Street, Bedford Street, Garrick Street and Chandos Place, were habitually used for the parking of market vehicles which frequently had to wait in these and other nearby streets for periods of up to two hours while being loaded or unloaded. The Covent Garden Tenants Association said that

they had lodged an objection to the making of the Order and regulations with the Minister of Transport in which they had asked that 15 streets in the Covent Garden Area proposed for inclusion in the scheme should be excluded.

53. The Traffic Committee, on the other hand, considered that the introduction of the scheme might improve conditions for the drivers of market vehicles, since the number of private cars parked in controlled streets near the market would necessarily be reduced, and market vehicles could take advantage of the provision whereby outside parking places vehicles would be permitted to wait for the purpose of loading or unloading for an unlimited period before 11 a.m. and for 20 minutes (or longer at the discretion of the police) after 11 a.m. They also pointed out that if the 15 streets proposed for exclusion by the Covent Garden Tenants Association were taken out of the scheme, they would be quickly filled by private cars.

54. It was apparent to the Authority that while the introduction of the proposed scheme could have an injurious effect on the market if the rules were administered inflexibly, much would depend on the manner in which the discretion allowed to the police by the Order and regulations was exercised. A letter was accordingly sent to the Minister of Transport suggesting that the speedy distribution of essential perishable foodstuffs ought not to be made entirely dependent on the judgment of the police and traffic wardens, but should be protected by more positive safeguards, and expressing the hope that the Minister would give serious consideration to the introduction of special measures to enable market users and transport contractors to discharge their business as quickly as possible in and around the market.

55. The Order was in fact made on 19th September. It provided that the new scheme should take effect on 10th December, and contained no modifications of the general provisions of previous Orders to meet the representations of the Authority.

56. Meetings were held with the police at which the difficulties of the market users were explained. Assurances were given that the police would exercise the discretion vested in them with full regard to these difficulties.

Jubilee Market Car Park

57. One of the major difficulties foreseen by both the Market Management Committee and the Market Workers Committee as being likely to arise from the introduction of the Strand Zone Parking Meter Scheme was that of finding space for the parking of private cars by those users of the market who travel to their work at times when public transport is not available and who are therefore obliged to use their own cars. Many of these people arrive in Covent Garden before 6 a.m. and remain until noon or later. Although some park their cars in neighbouring garages or car parks, many have been accustomed to make use of free parking space on Waterloo Bridge and the Embankment or in Drury Lane and other streets close to the market. On the introduction of the scheme, parking in some of these streets would be prohibited entirely, and in others would be limited to two hours after 8.30 a.m. If cars were left in parking bays it would be necessary for the owners to leave their work before 8.30 a.m. in order to feed the meters.

58. In order to assess the size of this problem, the Authority took a census of the use of private transport for travel to the market. This showed that about 1,200 people came daily to the market by private car ; of these, about 370 were owners or directors, about 570 were salesmen or office staff and about 250 were market porters. The number of cars involved was about 560. The time of leaving home ranged from 2.30 a.m. to 7 a.m., the most usual time being 4 a.m. About 20 per cent. of the cars were parked on Waterloo Bridge which, under the proposed parking scheme, would be reserved entirely for moving traffic. About 35 per cent. were parked in public garages or car parks ; the charges for parking ranged from 10s. to £3 per week.

59. In the light of this information, the Authority decided to examine the possibility of constructing a multi-storey car park over the open portion of the Jubilee Market. They engaged for this purpose a firm of architects who have had considerable experience of the special problems of designing such car parks. There seemed to be a "prima facie" possibility that a park to accommodate about 300 vehicles might prove an economic proposition, but planning as well as economic considerations are still under examination.

The Marshalling Yard

60. As has been mentioned earlier in this report the traffic congestion in and around the market square is largely caused by the fact that delivery vehicles cannot always be unloaded as soon as they arrive. A merchant to whom a load is consigned may have no room on his stand or in his shop, or he may already have as much of a particular variety of produce as he is prepared to handle, or there may be no available space in which the lorry can stand for unloading. It not infrequently happens that a vehicle is kept waiting for as long as three hours—occasionally for much longer—before it can be unloaded. In such circumstances the driver usually takes it to the nearest point at which he can find space to park and returns from time to time to see if he can obtain access to the consignee's premises and if the consignee is ready to accept his load. Alternatively, he may cruise around the market square and the surrounding streets until his lorry can be accepted.

61. The Authority accordingly decided in June that one of the most useful steps they could take to relieve the traffic congestion in the immediate vicinity of the market would be to provide a lorry park to which vehicles which cannot be worked for some considerable time can be diverted. After considering many suggestions, they decided that among the sites then available for immediate occupation, the most suitable for the purpose was one of about three-quarters of an acre at Dodson Street, just off the Waterloo Road, about a quarter of a mile south of Waterloo Station. The freeholders of this site are the London County Council, who have, however, granted a lease to National Car Parks Limited for its temporary use as a car park. The Authority negotiated with the leaseholders and obtained a licence under which they have the exclusive occupation of the land for use as a lorry park for "vehicles of all descriptions travelling to or from Covent Garden Market and private motor cars of Covent Garden traders and others concerned with or having business in the said market".

62. The Authority further decided that a canteen and rest room should be provided on the site for the use of the lorry drivers.

63. The Dodson Street site has the advantage of being only about one mile from the market. For the purpose of providing relief to the traffic congestion in the market area, however, it is open to three objections:

- (i) the maximum number of lorries that can be accommodated on the site is only about 80;
- (ii) as the site is surrounded by residential property, it has only been possible to obtain planning permission to use it from 6 a.m. onwards;
- (iii) the leaseholder's tenancy expires on 1st June, 1963, and although this may be extended, there can be no certainty that the site will be available after that date.

64. Accordingly, the Authority decided to take an option on a larger area of which National Car Parks Limited are also the leaseholders. This area, covering about 1½ acres, forms part of a vacant site of 7 acres immediately to the south-west of Vauxhall Bridge. Under the terms of the option, the Authority must decide before 31st January, 1963 whether they propose to use this site. If they do so decide, they will have the exclusive use of it from 1st April, 1963 for a period which is at present indefinite but is likely to be not less than 3 years.

65. In view of the prospect thus provided of making use of a larger site which will not be subject to the limitations explained above in relation to Dodson Street, the Authority regard the use of a marshalling yard at Dodson Street as being in the nature of a pilot or experimental scheme. At first the marshalling yard will be used only for delivery vehicles carrying consignments of produce to premises in the Dedicated Market, the Russell Street Market, the Jubilee Market and the Floral Hall. If the pilot scheme proves successful, the Authority hope to extend it to cover vehicles delivering to premises other than the main markets and also vehicles collecting produce from traders.

THE SITE OF THE NEW MARKET

Factors involved in the choice of a site for the new market

66. The Committee on Horticultural Marketing which was set up by the Secretary of State for the Home Department, the Secretary of State for Scotland and the Minister in March, 1955 under the Chairmanship of the Rt. Hon. Viscount Runciman of Doxford, O.B.E., A.F.C., M.A., D.C.L., submitted its report in January, 1957. A substantial part of this report dealt with the London wholesale markets and, in particular, with Covent Garden Market. In this part the Committee made a number of recommendations which may be summarised as follows:—

- (a) Covent Garden Market should be retained as the central national price setting and balancing market for the United Kingdom. It should be retained on its present site or in the immediate neighbourhood.
- (b) The market should be rebuilt as a new self-contained unit, with proper off-street parking facilities, and with the most up-to-date labour saving facilities for materials handling. The market should be so laid out and designed as to ensure a free traffic flow and to provide adequate access for fire fighting equipment.

- (c) The volume of business done in Covent Garden Market should be contracted and that conducted in Brentford and Stratford Markets should be expanded.
- (d) A large new market should be established in the north west of London to serve many of the buyers now coming to Covent Garden.
- (e) A London Markets Authority should be established to reorganise and run Covent Garden Market, to build and run the new north-west London market and to exercise control over the development of the other London Markets and over the rents and tolls charged in them.

67. After consulting the trade organisations and the other interests concerned, the Government decided not to accept the last two of these recommendations. Their conclusions were set out in paragraphs 21 to 27 of the White Paper of 1959 (Cmd. 880). In the Government's view, the steady improvement in grading and packing would enable a progressively larger proportion of the produce now brought into the market to be bought on description or on sample, the bulk being delivered or collected ex-warehouse or ex-packing station. The Government accordingly proposed that a market annexe should be set up where bulk produce could be stored for sale by sample in the market, and from which bulk deliveries of produce so sold could be made to provincial buyers. The primary purpose of this annexe was to be to reduce the traffic congestion in the Covent Garden Area and thereby to create suitable conditions for improving the efficiency of the market and reducing trading costs. The annexe was also to be used for the storage, in premises adequately protected against fire, of the very large number of empty containers not required for daily use which were at that time being stored in unsuitable buildings in the Covent Garden Area.

68. The Government did not, however, suggest that the problems of Covent Garden Market could be completely solved by the provision of an annexe. This was to be merely the first step. The annexe would do no more than provide such reduction in the existing chaos as would enable the Authority to proceed under reasonably favourable conditions with their primary task which would be the reconstruction of Covent Garden. In the words of the White Paper, "The amount of storage space needed in the Covent Garden Area will be reduced and the congestion of vehicles waiting to load and unload produce on public highways be lessened. The way will then be open for concentrating the market into a more compact area and providing modern buildings and facilities, thus easing the task of traders and removing the difficulties which inevitably arise while marketing and other dissociated activities are intermingled in the same confined area."

69. Thus the first and most important duty laid upon the Authority is that of constructing a new market. As soon as the Authority were set up, therefore, they turned their attention to the examination of possible sites for the new market. During the debates on the Bill there was strong opposition on planning grounds to the retention of the market in the Covent Garden Area. This led the Government to give an undertaking that if the Authority were to recommend, after consulting all the interests concerned, that the market should be rebuilt on a site outside the Covent Garden Area, the Minister would not withhold his consent to a proposal by the Authority

to promote a Bill under section 20 of the Act enabling them to do this. This undertaking left the Authority free to examine sites in other parts of London. Very shortly after they were constituted, their attention was drawn by the Covent Garden Tenants Association to the fact that under the modernisation programme for British Railways, a site at Nine Elms Goods Depot might be available for a new market. The Authority were also aware that at various times the possibility of siting the market on a platform over the railway lines half a mile to the north of King's Cross Station had been suggested. After consultation with British Railways, the Authority decided that both these new sites were worthy of examination. It appeared that at Nine Elms some sixteen to twenty acres might be made available, although some of this might not be at ground level. At King's Cross no land would be available at ground level, but it appeared that the area over which a platform might be built, including land north of St. Pancras Station as well as King's Cross, was much larger than the possible site at Nine Elms.

70. The Authority were aware that the Ministry of Aviation also had an interest in the site at Nine Elms. The Report of the Committee on the planning of Helicopter Stations in the London area contained an appraisal of a number of sites for a heliport, two of which were at Nine Elms. The Authority accordingly agreed with the Ministry of Aviation that their study of the suitability of the Nine Elms site for a new market should take account of the possibility that the market might be combined with a heliport.

Appointment of the Fantus Company International Division

71. The Authority decided that the relative merits of the sites at Seven Dials, Nine Elms and King's Cross should be thoroughly examined. They also considered that there would be value in having an expert study by a firm of independent consultants with specialised experience of comparing the advantages of alternative sites for industrial and commercial operations. In March, 1962 they entered into a contract with the Fantus Company International Division to undertake the examination on their behalf.

72. The terms of reference (see Appendix II) given to the Company provided that the investigation should be limited to such sites as would be consistent with the preservation of Covent Garden Market's dual role as the principal price setting and balancing market for fruit, vegetables and flowers in the United Kingdom, and the largest central London market supplying retailers in the Greater London area. They also provided that the study of the Nine Elms site should take into account the possibility of the new market being so designed structurally as to enable a heliport to be operated in conjunction with it should this site be selected for a heliport. The Company started work on their study in the early summer.

73. Since the Act provides that the new market shall be built within the Covent Garden Area, the Authority thought it right that first preference should be given to the examination of a site in the vicinity of Seven Dials. They accordingly obtained a rough estimate of the value of an area of land approximately 10 acres in extent, exclusive of roads, in this district. After consultation with the London County Council, the actual area selected for the valuation was that bounded by Shaftesbury Avenue, Charing Cross Road, Litchfield Street, Shelton Street and Endell Street, together with the area

bounded by Mercer Street, Long Acre, Neal Street and Shelton Street. The estimated cost of this parcel of land would be approximately £10,000,000.

74. The Authority also asked their Traffic Committee to examine the suitability of a site at Seven Dials from the traffic point of view. The Committee have so far issued an interim report in which they conclude that the objections on traffic grounds to this site are so weighty as to make it difficult to envisage its being acceptable as a site for the new market. This interim report (reproduced at Appendix III) together with the rough valuation of the Seven Dials site referred to above were given to the Fantus Company International Division as part of the material to be considered in their study.

Application for Consent to Promote a Bill

75. When the report of the site consultants has been received, the Authority will have to consult first their own three statutory committees, and also the Government Departments, Local Authorities and Trade and Trade Union organisations concerned with the siting of the new market before making a recommendation to the Minister. A decision on so important a matter clearly cannot be taken until all the interests concerned have had ample time to study the inevitably complicated issues involved.

76. Section 17 of the Act in effect requires the Authority to rebuild the market within seven years. The Standing Orders of Parliament require notices of any Private Bill to be put in early in December, and any plans depicting lands to be compulsorily acquired under the Bill to be deposited by 20th November. Bearing these facts in mind, the Authority came to the conclusion soon after vesting day that in order to avoid a delay of a year or more it would be advisable for them to promote in the 1962-63 session a Bill which would not specify the site of the new market but would remove the restriction imposed by section 16 of the Act requiring them to rebuild the market within the Covent Garden Area.

77. Under section 20 of the Act the Authority may only promote legislation with the consent of the Minister. The amending Bill to the promotion of which they accordingly sought the Minister's consent would have provided for the site of the new market to be specified in an Order to be made by the Minister and presented to Parliament as soon as possible after the Authority had reached a decision. To safeguard the rights of private interests that might be affected, and to ensure that both Houses of Parliament would have the opportunity to consider and approve or reject the proposed site, the Order would have been subject to special Parliamentary procedure, including detailed examination by a joint Select Committee of both Houses. The Authority were aware that a similar proposal had been put forward in the House of Lords in July 1961 and had been rejected by the Government in the circumstances then obtaining; they hoped, however, that in the new circumstances the Government might be prepared to reconsider this procedure. The Government, however, took the view that the Act should not be amended until a decision had been reached on a new site which could then be defined in the amending Bill rather than in subordinate legislation. Accordingly, it will not be possible for the Authority to promote legislation to enable the market to be rebuilt outside the Covent Garden Area before November 1963 at the earliest.

FINANCE

Accounts

78. The audited accounts of the Authority, comprising a Market Revenue Account, an Estate Revenue Account, a Profit and Loss Account and a Balance Sheet for the period ended 30th September, 1962, are presented at pages 24 to 28.

79. The Act requires that in the Authority's revenue account proper provision shall be made for the redemption of capital, for allocation to the reserve fund and for the depreciation or renewal of assets. As the Authority's income for the first accounting period falls short of their expenditure (including interest charges) the Authority have decided that no allocation should be made to the reserve fund and that no provision should be made for the redemption of capital. They have also decided not to make provision in their accounts for the depreciation of their freehold lands and buildings for the reason given in Note 4 on the Balance Sheet.

Initial Advances from the Minister

80. When the Authority were constituted they had no assets and no sources of revenue. Accordingly, they were obliged to rely on advances from the Minister to enable them to meet their expenses until vesting day when they acquired the freehold of the market lands and began to draw income from their estates. Four initial advances, each repayable in one year from the date of issue, were made as follows:—

<i>Date of Advance</i>		<i>Principal Sum</i>	<i>Rate of Interest</i>
		<i>advanced</i>	
		£	
28th November, 1961	...	250	5½ per cent.
14th December, 1961	...	4,500	5½ per cent.
26th January, 1962	...	20,000	5½ per cent.
19th March, 1962	...	5,250	5½ per cent.

Interest on all these loans is payable on 1st April and 1st October.

Vesting of the Market Lands

81. The Act provides that the compensation payable to the former owners of the market lands, Covent Garden Market Limited, should be the same as if those lands were acquired by compulsory purchase in the circumstances set out in section 8. Before the passing of the Act, the Minister had asked the Valuation Office of the Department of Inland Revenue to negotiate with the agents of the owners with a view to arriving at an agreed valuation. These negotiations were brought to a successful conclusion, and the Authority desire to express their appreciation of the value of this preliminary work undertaken by the Government which enabled them to reach an agreed settlement with Covent Garden Market Limited so expeditiously.

82. The Authority decided in February, 1962 to accept the agreed valuation which was based on the current income and the potential income following reversions at the time of valuation and which, as provided in the Act, included an element for the value of the franchise and of the chattels to be vested by section 7, and excluded the extinction of public rights of way affected by section 3 of the Act. By this valuation, the

compensation payable under sections 8 and 12 of the Act would be £3,925,000.

83. In addition to this sum, there also became payable, either by or to the Authority, appropriate sums in respect of the apportionment of rents and other payments, and of the premiums under the Company's pension schemes of 1937 and 1957 and the pension arrangement for the benefit of the Market Superintendent, as certified by the Government Actuary in accordance with Part II of the Second Schedule to the Act.

84. At the time when the market lands were vested in the Authority, they were encumbered by three charges. These were:—

- (i) a rent charge of £180 a year payable to the Rector of St. Paul, Covent Garden;
- (ii) a rate (then $\frac{3}{4}$ d. in the £) levied by the churchwardens of the parish of St. Paul on certain houses in the parish; the annual sum payable under this head by the Company was at that time £6 11s. 4d.;
- (iii) a charge in lieu of Redeemed Land Tax payable to the Trustees of the Bedford Settled Estates. The annual sum payable was £49 16s. 9d.

85. The agreed valuation did not take account of the existence of these charges. Nevertheless, the Authority decided to redeem them at their own expense in recognition of the fact that the Company had not asked that the valuation, which was based on 1960 values, should be revised. The Authority desire to express their appreciation of the courtesy and co-operation which has marked all their dealings with the Directors of Covent Garden Market Limited.

86. The redemption values of the perpetual rent charge payable to the Rector of St. Paul and of the annual charge in lieu of Redeemed Land Tax have been assessed by the Valuation Office of the Department of Inland Revenue and agreed with the representatives of the churchwardens of the parish and the Trustees of the Bedford Settled Estates respectively. In both cases the agreed capital valuation was based on an interest rate of 5 per cent.

87. It is expected that the third charge will be redeemed in the 1962–63 accounting period.

Advance from the Minister to pay Compensation

88. To finance the compensation payable to Covent Garden Market Limited an advance of £3,925,000 was taken from the Minister on Monday, 26th March. This loan, which is secured by a charge on the Authority's assets, is repayable on 25th March, 1969, and carries interest at $6\frac{1}{2}$ per cent. The date for repayment may, however, be postponed. Directions relating to the terms and conditions are set out in Appendix IV.

Advance from the Minister to meet Deficit on Revenue Account

89. As shown in the accounts the deficit on revenue at 30th September, 1962, amounting to £72,379, was met by a further advance from the Minister of £75,000. This loan is repayable on 25th September, 1967, the rate of interest being 5 per cent.

Financial Prospects of the Authority

90. *Long-term.* Until a decision has been reached on the site of the new market any attempt to forecast the capital expenditure likely to be involved or to consider how this is to be financed would be fruitless.

91. *Short-term.* At an early stage it became clear to the Authority that although their revenues would initially be greater than their ordinary expenditure, the surplus would fall far short of what would be required to meet the interest on the capital sum invested in the market lands. The Act empowers the Authority to cover interest on advances from the Minister by taking further advances, and the Authority gave very careful consideration to the question to what extent and for how long it would be proper for them to rely on this provision of the Act. As a first step the Authority made a detailed survey of the rents paid for all the trading premises of which they became the owners on vesting day. It was found that there was no consistent pattern; some rents had remained unaltered for over 100 years, others had been increased at varying dates up to 1961. The Authority decided that the anomalies in the situation as they inherited it should be, so far as possible, eliminated, in particular those which stemmed from the 1828 Act. They considered that their basic aim should be to relate the rents charged for all the different types of premises as closely as possible to their current market value. In practice this meant that the rents paid for some premises would remain unchanged, a few would even be reduced, while in other cases rents would have to be increased very substantially. In this review regard was had also to rents currently being paid for trading accommodation and office accommodation not owned by the Authority in the surrounding area. The Authority also took the view that it would be unfair to impose additional charges on their own tenants alone. They decided in principle, therefore, that, to balance the increase in rent charges which they would have to obtain from their own tenants, they ought to extend the liability to toll to those premises which were exempt from toll payments on vesting day. With these general principles in mind they decided to work out detailed proposals for increasing their revenues from rents and tolls and to seek the views of the Market Management Committee on them. They decided to defer any attempt to reach a final answer to the question posed in the second sentence of this paragraph until they have received and considered the views of the Committee on the whole problem.

STAFF PENSION SCHEME

92. The Authority decided in March to establish a pension scheme for their staff, including the staff in the Market Office and the staff employed in the market who would become employees of the Authority on vesting day.

93. A plan was prepared by John Poole & Sons (Life & Pensions) Ltd., in conjunction with the Clerical, Medical and General Life Assurance Society and Messrs. Allen & Overy (solicitors). This plan has been provisionally approved by the Minister and by the Inland Revenue Department. It contains the draft rules of the pension scheme for subsequent embodiment in a Definitive Deed which is in course of preparation. The Authority decided that the scheme should be brought into operation on 1st July, 1962, and with this end in view they executed on 30th June an Interim Deed establishing appropriate Superannuation Funds and a Life Assurance Scheme and appointing

the following members and officers of the Authority as Trustees of the Funds and the Scheme :—

Sir Ian Jacob, G.B.E., C.B.

Mr. F. Hollins, C.B.

Mr. W. A. Clarke.

Mr. J. Marsh.

94. The scheme is of the type known as a Deposit Administration Scheme, and is operated by the Clerical, Medical and General Life Assurance Society. The rules define the conditions of eligibility and provide for the payment of death benefits and also for the payment of pensions to male employees of the Authority on reaching age 65, and to female employees on reaching age 60. All new members of the Authority's staff will be required to join the scheme as soon as they are eligible to do so, and members of the 1937 and 1957 schemes established by Covent Garden Properties Company Limited who are eligible for the Authority's scheme may transfer to that scheme if they wish to do so.

95. When the Definitive Deed has been drawn up embodying the rules in their final form, the scheme will be submitted to the Minister for approval as required by the First Schedule to the Act and to the Inland Revenue Department for the purposes of section 379 of the Income Tax Act, 1952.

ACKNOWLEDGMENTS

96. The Authority wish to place on record their appreciation of the work of all their officers and employees, and particularly of the Market Superintendent and his Deputy on whom the passage of the Act and the transfer of the Market to the new ownership imposed a heavy additional burden. They also wish to thank the various Government Departments, Market Authorities, statutory bodies and organisations of producers, traders and workers connected with the Market for their co-operation, as well as the many individuals, both in the United Kingdom and abroad, who have helped them in their task, particularly in connection with the study they have been making of the requirements and siting of the new market.

**Accounts for the period 30th October, 1961,
to 30th September, 1962**

COVENT GARDEN MARKET AUTHORITY

(Established on 30th October, 1961 by the Covent Garden Market Act, 1961)

BALANCE SHEET—30th SEPTEMBER, 1962

		£	£	£	£	£
Loans: (Note 1) Amounts advanced by the Minister of Agriculture, Fisheries and Food Due date for repayment:— 25th March, 1969 25th September 1967 Before 19th March 1963 Add: Interest accrued but not paid Current Liabilities Creditors and accrued expenses Provision for Income Tax						
		3,925,000			3,925,000	
		75,000				4,597
		30,000				
		4,030,000				
		3,489			3,929,597	
		24,876		11,635		
		1,304		1,215		
					10,420	
				349		
				52		
					297	
						3,940,314
						8,526
					16,705	
					21,745	
						38,450
						72,379
						£4,059,669

Notes

1. The advances from the Minister at 30th September, 1962 are to be secured by a fixed charge on all the freehold land and buildings of the Authority and a floating charge on all its other property except personal chattels.
2. Commitments for expenditure on uncompleted projects amount to approximately £60,000 at 30th September, 1962.
3. For the purpose of paying compensation under section 8 of the Act for the vesting of market lands, buildings thereon and rights attaching thereto, the assets were valued in their entirety at £1,925,000.
4. As the Authority are required to rebuild the Market as soon as possible and as, in their opinion, the value of the vested properties has not depreciated since they were acquired, they consider it is not at present necessary to make provision for depreciation of these properties.
5. The Authority was constituted on 30th October, 1961, but it was not until 25th March, 1962 that vesting of the market lands in the Authority took place. As a result the Profit and Loss Account, which includes Administration Expenses, covers the period 30th October, 1961 to 30th September, 1962, whereas the Market Revenue Account and Estates Revenue Account are for the period 25th March, 1962 to 30th September, 1962.

(Signed) IAN JACOB, *Chairman*.

(Signed) N. R. C. DOCKBRAY, *Secretary*.

AUDITORS' REPORT TO THE MEMBERS OF THE CONVENT GARDEN MARKET AUTHORITY

In our opinion the annexed Accounts and Notes give a true and fair view of the state of the Authority's affairs as at 30th September, 1962 and of the results of its operations for the period ended on that date.

PRICE, WATERHOUSE & CO.

Chartered Accountants.

29th March, 1963.

FOR THE PERIOD 25th MARCH, 1962 TO 30th SEPTEMBER, 1962

[illegible]

APPENDIX II

COVENT GARDEN MARKET LOCATION ANALYSIS STUDY

The Scope of the Study to be undertaken by the Fantus Company International Division

1. The purpose of the investigation is to help the Covent Garden Market Authority to determine the best site for the new market.

2. The investigation is to be limited to such sites as would be consistent with the preservation of Covent Garden Market's dual role as the principal price setting and balancing market for fruit, vegetables and flowers in the United Kingdom, and the largest central London Market supplying retailers in the Greater London Area.

3. In selecting a site for the new market the Authority is not to be bound by the provisions of section 16 of the Covent Garden Market Act, 1961, but the site or sites recommended as a result of the investigation must be such as to enable the Authority to achieve the objectives specified in section 17 of the Act. For the purposes of the investigation, however, the provisions of sub-section (1) (a) of section 17* (other than the reference to a period of 7 years) should be disregarded when considering any site outside the Covent Garden Area.

4. Within the framework indicated in paragraphs 2 and 3 above, the best site will be the one on which a new market can be built with least delay and which will enable business to be transacted in the market at the lowest possible cost to the supplier, the wholesaler and the buyer of the produce.

5. Since the new market must be designed to provide the most efficient trading facilities for many decades ahead, the study will include an evaluation of existing trends and future developments in marketing techniques and patterns of distribution for both home grown and imported produce.

6. The study will include an estimate of the effect which the resiting of Covent Garden Market would be likely to have on the pattern of the wholesale trade in horticultural produce in London.

7. In the course of their investigations and in the preparation of their report, the Fantus Company International Division will examine and make use of the experience gained in the planning of a number of new markets which have been built since the war or are now being considered, e.g. those at Milan, Hamburg, Lyons, Paris, Toronto, Montreal, Philadelphia, Sheffield, Coventry, etc.

8. In carrying out the investigation, the Fantus Company International Division will consult all the authorities who will be affected by the resiting of the market, e.g. the Government Departments and Local Authorities concerned, the London County Council as Planning Authority for London, the British Transport Commission, the Port of London Authority and the Horticultural Marketing Council, as well as the market traders, growers, overseas suppliers, the buyers in the market and market workers.

* This sub-section requires the Authority progressively to reduce the amount of land in the Covent Garden Area used for marketing purposes in such a manner as to secure that this amount shall not exceed 10 acres at the end of 7 years.

9. The investigation will give detailed consideration to two alternative sites. The first is the Seven Dials site in the Covent Garden Area, the second the Nine Elms site at Vauxhall. The study of the Nine Elms site will take into account the possibility of the new market being so designed structurally as to enable a heliport to be operated in conjunction with it should this site be selected for a heliport. The study of these two sites will not, however, preclude consideration of any other site that may be discovered during the investigation which is sufficiently central to enable Covent Garden to function effectively as the major national market for horticultural produce in the United Kingdom and the largest Central London market supplying retailers in the Greater London Area. One possibility to be examined will be the rafting over of an extensive area of railway land north of St. Pancras and King's Cross Stations.

APPENDIX III

COVENT GARDEN TRAFFIC COMMITTEE

Interim Report to the Authority on the traffic considerations affecting the Seven Dials area as a Site for a new Covent Garden Market

Definition of the Site for a new Market in the Covent Garden Area

1. The site proposed by the London County Council for consideration is shown outlined in red* on the plan attached. The area is 10.9 acres, but this might be reduced by the widening of Endell and Shelton Streets. If this site should prove to be inadequate, the London County Council have suggested that the additional area outlined in blue* on the plan might be incorporated. This area is approximately $2\frac{1}{2}$ acres in extent and if not required for part of the market buildings might be used as a traffic marshalling yard. (If the Authority wished to build a new market in the Covent Garden Area on a site in excess of 10 acres a case would have to be made to the Minister for the making of an Order under section 17 (2) of the Covent Garden Market Act, 1961).

The Principal Traffic Objections

2. A central market of the size of Covent Garden is bound to generate a heavy volume of road traffic wherever it is sited. Until the planning of the new market is further advanced, the Committee are unable to express a final view on the road traffic problems which would be created by re-building the market on the Seven Dials site. They think, however, that the Authority should be aware that in their view the general considerations listed below are cumulatively so weighty as to make it difficult to envisage the Seven Dials site being acceptable on traffic grounds.

3. The Covent Garden Area is a part of, or adjacent to, a district which is the entertainment centre of London and an important shopping and business area. These uses attract large numbers of pedestrians and vehicles, apart from the market traffic. It is undesirable that the congestion caused by these uses should be aggravated by the market traffic, roughly 50 per cent. of which consists of heavy commercial vehicles.

* These areas are the two areas referred to in paragraph 73 above.

4. All deliveries to and collections from a market at Seven Dials must be carried into and out of the market by road. A site with rail and/or water access would reduce the volume of traffic on the roads.

5. All routes to Seven Dials involve the transit of some of the busiest streets and intersections of Central London, e.g. Trafalgar Square, Parliament Square, Piccadilly Circus, the Strand, Kingsway, Southampton Row, High Holborn and Oxford Circus. It is clear that heavy road traffic should be diverted away from these streets and junctions if possible.

6. Something of the order of half a million tons of imported produce are carted annually from the Port of London to Covent Garden almost entirely in the largest type of commercial vehicle. This imposes a heavy daily traffic load on routes between the docks and the West End of London which, even without it, are already congested. The Andren Report* estimated the daily average of such vehicles arriving in the market as 240.

7. Monmouth Street, which bisects the site, is an important route for through traffic from north to south. Whether this street were closed and the present traffic diverted via a widened Endell Street and Shelton Street or not, market vehicles would be likely to interfere with this through traffic. Moreover, with the inevitable limitation on the size of the site it will be impossible to prevent traffic entering and leaving it from interfering with the main stream surrounding the market.

* The report of a survey of traffic in the Covent Garden Area made for the Ministry of Agriculture, Fisheries and Food in September, 1960, by C. P. Andren, M.Sc., A.M.I.C.E.

APPENDIX IV

MINISTRY OF AGRICULTURE, FISHERIES AND FOOD

1-3, St. Andrew's Place,

Regent's Park,

London, N.W.1.

19th July, 1962

Sir,

I am directed to inform you that the Minister of Agriculture, Fisheries and Food, with the approval of the Treasury, hereby directs that the advance of £3,925,000 made to the Covent Garden Market Authority on 26th March, 1962, in accordance with section 40 of the Covent Garden Market Act, 1961, shall be subject to the following terms and conditions.

- (1) The loan shall be repayable 7 years from the date of issue, that is on 25th March, 1969.
- (2) Interest shall be at the rate of $6\frac{1}{2}$ per cent. throughout the life of the loan and shall be payable on 26th March and 26th September each year.
- (3) The Minister will be prepared to accept the repayment of the loan either in whole or in part before 25th March, 1969, on the following conditions:
 - (a) if, at the date of repayment, the rate of interest chargeable on loans for the unexpired life of the original loan is less than $6\frac{1}{2}$ per cent., the Authority will be required at that date to pay the Minister a premium such as will reimburse him in respect of interest lost;
 - (b) if, at the date of repayment, the rate of interest chargeable on loans for the unexpired life of the original loan is more than $6\frac{1}{2}$ per cent., the Authority will be entitled to claim a discount from the Minister.
- (4) All the revenues and properties of the Authority shall be charged as security for the loan. This will be the subject of a Deed of Charge to be made between the Minister and the Authority.

I am, Sir,

Your obedient Servant,

M. COMPTON.

The Secretary,
Covent Garden Market Authority,
Bedford Chambers,
Covent Garden,
London, W.C.2.



TRAFFIC CONGESTION
Wednesday, 25th April, 1962 - 10 a.m.



TRAFFIC CONGESTION
Thursday, 26th April, 1962 - 3.45 p.m.